

**Private-Sector Coordination
Support Annex
Colorado State Emergency Operations Plan**

Lead Agency: Office of the Governor

Supporting Departments/Agencies: Lieutenant Governor's Office, Labor and Employment, Law, Local Affairs, Personnel and Administration, Public Health and Environment, Public Safety, Regulatory Agencies, Red Cross, Salvation Army, COVOAD, Private Sector, and Professional Associations.

I. Introduction

- A. The private sector plays a primary role in state response by sustaining its capability to ensure the orderly functioning of the economy and delivery of essential services in the face of catastrophic events. In a market economy, the private sector is responsible for assuring the orderly flow of goods and services. The orderly functioning of the National economy is the foundation for stability, public safety and confidence. In addition, disruption of services provided by private sector owners and operators of critical infrastructures during an Incident of National Significance could hamper the Nation's overall ability to respond and recover. During such events, certain critical infrastructures and key resources are essential to the ability of State, local, and tribal governments to act to save lives, maintain public safety, minimize physical and cascading damage, and reduce economic and psychological impact. Moreover, in the present threat environment, the private sector generally remains the front line for securing, defending, mitigating damage, and implementing recovery efforts for its own facilities.
- B. The private sector constitutes approximately 80% of the economy. Considering and engaging the private sector in all stages of planning and implementation is critical for the success of the State Emergency Operations Plan (SEOP). In addition, business is in the unique position of understanding both the immediate and subsequent impact during and after an incident to supply chains, and the massive re-leveraging of resources and assets needed to recover, stabilize, restore confidence in, and reconstitute parts of the economy.
- C. During an Incident of National Significance, especially a catastrophic event, strategic decisions about the disposition and allocation of private sector resources will have to be made on a continuous basis by the State of Colorado and the Department of Homeland Security, and other state government agencies and departments, under appropriate legal authorities and in the framework of the SEOP, working in collaboration with corporate leaders. These decisions will sometimes exceed the capacity or delegated authority of subordinate corporate officers

responsible for disaster recovery, business continuity, and SEOP support. In such cases, a chief executive or officer of equivalent rank will have the authority to work with the state government to commit to arrangements that impact corporate resources, personnel, and require an increased concerted effort for longer periods outside the impacted area.

- D. Accordingly, appropriate processes, procedures, and communications protocols are required to ensure that during and throughout an Incident of National Significance decisions and actions affecting the private sector are properly coordinated and executed with at strategic leadership and operational level.

II. Purpose

This annex describes:

- A. How the State, local, and tribal governments, and the private sector coordinate and support each other to prevent, prepare, respond, and recover as part of the SEOP.
- B. Roles and responsibilities, and the conceptual operations for implementing and executing coordination and mutual support through the range of actions constituting national response to Incidents of National Significance.

III. Scope

- A. This annex is intended to provide a framework for coordinating with the private sector on preparedness, response, and recovery efforts after an Incident of National Significance.
- B. For the purposes of this annex, the private sector is defined as organizations, including non-profits such as museums, academic or charitable institutions, which are not wholly or partially owned or operated by a government entity.
- C. In addition, privately or publicly owned and operated institutions that fall within the definition of “critical infrastructure and key resource (CI/KR)”, as described in HSPD-7 “Critical Infrastructure identification, prioritization, and protection”, also are included in this annex.

IV. Policies

- A. The SEOP supports the State commitment to ensuring the orderly functioning of the economy and the reliability and availability of essential

services that represent the foundation of public safety and confidence and economic and national security.

- B. Cooperative relations are encouraged between private-sector organizations and state, local, and tribal authorities regarding prevention, preparedness, mitigation, response, and recovery for actions related to an Incident of National Significance.
- C. A process that supports collective decision making and action that engages the private sector at the strategic (e.g., Chief Executive Officers) and operational levels is encouraged to ensure the effective and efficient use of private sector resources, as well as to shore up public and market confidence in times of crises or catastrophe.
- D. Members of the CI/KR are encouraged to organize sector-coordinating and information sharing mechanisms suitable for their sectors.
- E. Extensive two-way sharing of situational/operational information relative to an Incident of National Significance between the private sector and State government are encouraged. Development and application of processes, procedures, and communications protocols to support such sharing at the strategic leadership and operational levels of the private sector and the State government are also encouraged.
- F. The State government shall strive not to disrupt existing relationships between voluntary aid providers at the local, State, or national level through the State government's efforts to elicit additional offers of goods and services. These issues are addressed in the Volunteer and Donations Management Support Annex.
- G. Existing contractual relations between State agencies and the private sector are not to be displaced through actions taken under this annex.

III. Concept of Operations

A. Responsibilities

- 1. Office of the Governor, shall be responsible for:
 - a. Developing plans, frameworks, and relationships, and facilitating coordinated disaster and incident response planning with the private sector at the strategic and operational levels.
 - b. Sharing information, including threats and warnings, before, during, and after an incident

- c. Informing and orienting the private sector on the contents of this plan, and encouraging and facilitating the development and coordination of equivalent private sector planning
 - d. Coordinating and conducting exercises on state response with private sector, State and local governments, and participating in exercises conducted by the private sector.
 - e. Developing, implementing and operating information sharing and communication strategies with homeland security stakeholders.
- 2. Office of Economic Development and International Trade (OEDIT)
OEDIT is responsible for encouraging private sector preparedness for response and recovery by identifying and promoting private sector community efforts, including security activities in national preparation, response and recovery efforts, promoting educational efforts to prepare for natural disasters or terrorist incidents, and soliciting and disseminating best practices.
- 3. Department of Public Safety/Office of Preparedness and Security (OPS)
OPS supports preparedness and protection of the CI/KR, in accordance with HSPD-7, and other key industry sectors, as appropriate. OPS is responsible for programmatic policy and strategy for information sharing with the CI/KR sectors. OPS supports response and recovery efforts through facilitating and coordinating of CI/KR protection and response planning, testing, and execution, and with other industry sectors, as appropriate. Three key OPS functions are:
 - a. National Infrastructure Coordination Center
Within the DHS Homeland Security Operations Center (HSOC), the National Infrastructure Coordination Center (NICC) monitors the Nation's CI/KR on an ongoing basis; and in the event of a disaster or incident, provides a coordinating mechanism to share and exchange information through each sector's leadership coordinating and information sharing mechanisms across sectors.
 - b. Infrastructure Coordinator
The Infrastructure Coordinator (IC) provides state coordination and liaison with the CI/KR in partnership with the private sector. In an Incident of National Significance involving the implementation of the SEOP, the IC deploys as the Critical Infrastructure Coordinator assigned to the JFO Coordination Staff, in support of the SCO. The critical infrastructure coordinator serves as the principal advisor

regarding State CI/KR, in coordination with the private sector and local governments (as appropriate). The critical infrastructure coordinator conveys situational/operational information about the State CI/KR and other private sector during the course of the incident. The critical infrastructure coordinator focuses on the broad impacts and status of actions relating to affected CI/KR, and not the direct provision of goods or services. Restoration of critical infrastructure and operational coordination with impacted telecommunications, energy, and utilities is conducted through the established Emergency Support Functions (ESFs).

- c. Critical Infrastructure Response Planning and Coordination Support
OPS is responsible for facilitating development, testing/exercising, and working to assist in the implementation CI/KR state response plans across sectors, and other industry sectors (as appropriate). OPS is also responsible for developing programmatic policy and programs for information sharing with private sector. OPS supports development of sector coordinating and information sharing and analysis mechanisms.

2. State and Local Government

- a. Disruptive events occur locally, and part of the responsibilities of State and local government is to work with the private sector on activities to prepare, protect, mitigate, notify and respond to these events.
- b. State and local governments own and operate the emergency services critical infrastructure. Many local governments coordinate across regions to support various response activities. They act as conduits for requests for State assistance when an incident exceeds local and private sector capabilities. There are organizations at the State and local levels with long histories and well-established networks that include private sector, in dealing with incident response requirements, law enforcement issues and public safety concerns.
- c. The Homeland Security Advisors serves as the primary point of contact for DHS on homeland security issues. For certain CI/KR, State and local agencies also may own and operate a significant portion of the sector.

4. Non-Profit Crisis Support Organizations: The roles and interfaces of volunteer and nongovernmental organizations are detailed in Annex S-A, Volunteer and Donations Management Support.
5. Private Sector
 - a. Individual Institutions
 - (1) Each private institution is responsible to its owners for developing, testing, and implementing its own security and business continuity plan to assure its capability to deliver goods and products to its customers. Usually included in this planning are an understanding of and contingency plan for supply chain disruptions and other dependencies.
 - (2) In many communities, critical infrastructures owners and operators, in addition to developing their own security programs and continuity/contingency plans, are responsible for coordinating their programs and plans with State and local governments' emergency response plans.
 - b. Intra-Industry Sector Coordination
 - (1) Generally, members of an industry work together regularly to assure the economic health and viability of their particular business sector. Engendering customer and public confidence in the industry sector is an important activity to retain customers and maintain market confidence.
 - (2) In addition, members of industry sectors, as appropriate, work together to develop industry best practices on protection, damage mitigation, continuity/contingency planning, and recovery, and at times, develop initiatives to promulgate their application throughout their sectors
 - (3) To prepare for catastrophic disruption, best practice industry sectors develop coordination and communication plans with each other, their customers, the government and public, both at strategic leadership and operational levels.
 - c. Critical Infrastructure/Key Resources Coordination

- (1) Many of the State's critical infrastructures consist of interconnected networks—a disruption of one part of the system could cascade to another part of the system. Consequently, members of such infrastructure sectors develop standards of behavior to engage with each other and operational practices to assure mutual reliability and availability of service capability, including shared spare parts inventory, coordinated national, regional and local response plans, and mutual aid agreements.
- (2) Because critical infrastructures represent the foundation for the State's economy, public safety, quality of life, and security, the availability of critical services are an important source of public confidence. Consequently, to maintain public confidence during crisis, it is important that members of the sector, at a minimum, develop and maintain coordination plans, communication channels with each other and with other sectors, government and public at the national, regional, and community levels. Each sector is responsible for planning, implementing and maintaining coordination and communication capability at its leadership levels (for policy, resource allocation, and consultation with government on economic or operational impact of key decisions), and at the operational level to implement, test, and execute infrastructure security, and continuity and crisis response plans.
- (3) Each sector is responsible for reviewing its critical supply chain and working with other infrastructures or industry suppliers on which they rely to develop contingency plans for continued operations and coordinate in a crisis.

B. Actions

1. Prevention

- a. Prevention involves actions to interdict, disrupt, pre-empt or avert a potential incident. These actions include homeland security and law enforcement efforts to prevent terrorist attack and hazard mitigation measures to save lives and protect property from the impacts of natural disaster and other events.

- b. The private sector contributes to these efforts through awareness and information provided among private sector organizations and to the government on incidents or anomalies observed outside the normal operating and business environment.
- c. OPS maintains situational and operational awareness of CI/KR, develops and applies functional capabilities to identify anomalies in sector operations, working closely with CI/KR information sharing mechanisms and owners and operators. Through the NICC, ICD receives information on incidents and threats and disseminates alerts, warnings and advisories.
- d. OPS maintains relationships with the CI/KR information sharing and analysis mechanisms to identify requirements for capabilities and support. OPS develops and implements programs and capabilities that continuously improve the two-way exchange of information with the private sector to contribute to more effective alerts, warnings and advisories.
- e. OPS facilitates and encourages the organization of industry sectors to cooperate on information sharing and other prevention and mitigation activities.

2. Preparedness

- a. Preparedness encompasses the planning and implementation of plans to build, sustain and improve operational capability to prevent, protect against, respond to and recover from domestic incidents. Preparedness involves actions to enhance readiness to quickly and effectively respond to a potential incident. Preparedness also involves the development, testing, and implementation of the processes, procedures, and communications protocols needed to ensure that the strategic and operational levels of the private sector and government are able to carry out their respective roles and responsibilities in an effective and coordinated manner during and throughout an Incident of National Significance.
- b. Private industry contributes to national preparedness by:
 - (1) Each private sector institution understanding potential threats to operations, identifying critical/core functions and assets, assessing business and operational

dependencies and vulnerabilities, planning and taking action to implement appropriate protective actions, and business continuity and contingency programs.

- (2) Each private sector institution identifying, developing and coordinating plans and their implementation with localities within which their businesses operate.
 - (3) As appropriate, each industry sector identifying, planning for, and implementing industry-wide plans and programs to coordinate response and communicate within the sector, across sectors (e.g., supply chain and other dependencies), with government and public during catastrophic events to sustain sector-wide operations, public confidence and economic viability. Such planning needs to occur at strategic leadership and operational levels of each sector, and across sectors. These activities are particularly vital for CI/KR owners and operators. Implementation of plans includes testing and improving with planned activities by conducting periodic exercises within sectors and across sectors.
- c. The Office of the Governor coordinates strategic level communications relative to an Incident of National Significance.
 - d. OPS encourages and facilitates CI/KR, and other industry sectors, as appropriate, to develop and promulgate industry best practices for preparedness, and to perform sector-wide preparedness planning and implementation, plan coordination with regional and local government plans, and cross sector integration of plans.
 - e. Coordinated response planning with private sector would include development of:
 - (1) Structures for coordination of support and response for critical infrastructures and other private-sector entities, and recovery of affected delivery of goods and services after an event, including the establishment of priorities and coordination across the private sector, in conjunction with relevant ESFs.
 - (2) Procedures for communication that enables and facilitates two-way situational awareness across the

sectors and between public and private sectors during the course of response and recovery operations.

- (3) Processes to determine the impact of an incident on the private sector and cascading interdependencies.
 - (4) Means to harness and channel private-sector assistance and capabilities for the State government to obtain, under the relevant authorities, goods and services on a priority basis or through agreements between private-sector firms, for the purpose of restoration and recovery of critical infrastructure and other key parts of the economy.
 - (5) Processes to inform State government decision-making to determine protective measures necessary during recovery and reconstitution operations.
- f. OPS supports sector specific and cross-sector exercises and provides representation in private sector and State and local government led exercises.
 - g. States and local government reach out and incorporate private sector in their emergency response planning, particularly CI/KR owners and operators, within their jurisdictions. They also incorporate, as appropriate, the services and capabilities of local non-profit crisis support organizations into their plans and exercises.

3. Response

- a. Response consists of the immediate and short-term actions required preserving life, property, environment, and the social, economic and political structure of the community.
- b. Private sector institutions execute their response plans, including their business continuity/contingency plans as appropriate for the situation. CI/KR owners and operators will also implement their part of response plans in support of the local or regional/State emergency response, providing the essential services required supporting that response. In addition, they begin to restore essential services to customers as soon as it is safe to do so, and according to the local, regional, or national priorities provided by government. As appropriate, sector-wide and cross-sector coordination and communication plans are triggered.

- c. OPS monitors the operational status of CI/KR and facilitates coordination and sharing of situational awareness with and among the sectors and other industry sectors, as needed, through the NICC. It provides support for private sector leadership and information sharing entities to convene to monitor and coordinate with each other. The IC acts as the CI/KR's, and other sectors as appropriate, point of contact for the response, and provides analysis and recommendation to the SCO for restoration of the infrastructure and related allocation and prioritization of resources. The IC also acts as the liaison between the national and regional level CI/KR, the rest of the private sector, and JFO activities, and provides inter- and intra-sector assessments, information sharing, coordination and communications with the national and regional SEOP community. OPS acts as the liaison with private sector owners and operators in coordination with existing ESF activities.
- d. Sector specific agencies, responsible for ESFs execute their responsibilities with private sector according to the procedures and structure outlined in those annexes.
- e. State and local governments respond through their emergency responders and coordinate efforts by critical infrastructure to provide services essential to emergency response
- f. The Governor's Office coordinates with the appropriate Federal organizations to facilitate:
 - (1) The State government providing priority restoration for critical telecommunications services, pursuant to the Communications Act of 1934. The Governor's Office works with State departments and agencies to create and update formal policies and programs to support priority restoration programs. Industry owners are also encouraged to assure and maintain appropriate priority access to restore vital telecommunications.
 - (2) Testing connectivity between private and public sectors

4. Recovery

- a. Recovery involves actions and implementation of programs needed to help individuals and communities return to normal after an Incident of National Significance. Private sector institutions are responsible for implementing recovery as part of their preparedness plans to return to normal business operations, reconstructing

assets that were destroyed, as necessary, and returning employees to normal work locations and work hours.

- b. OPS maintains situational awareness through the recovery of CI/KR and acts as a conduit of information to sectors. OPS assists or facilitates infrastructure owners and operators in restoration of facilities, working under existing authorities, in coordination with private-sector organizations and consortia that are organized for these purposes.
- c. Sector-specific agencies execute their ESF authorities for recovery of critical infrastructure sectors owned and operated by private sector.